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Report of the technical review of the first biennial report of the Russian Federation

Developed country Parties are requested, in accordance with decision 2/CP.17, to submit their first biennial report to the secretariat by 1 January 2014. This report presents the results of the technical review of the first biennial report of the Russian Federation conducted by an expert review team in accordance with the "Guidelines for the technical review of information reported under the Convention related to greenhouse gas inventories, biennial reports and national communications by Parties included in Annex I to the Convention".

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I. Introduction and summary

A. Introduction

1. For the Russian Federation, the Convention entered into force on 28 March 1995. Under the Convention, the Russian Federation made a commitment to reduce its greenhouse gas (GHG) emissions by 2020 to a level not higher than 75.0 per cent of the 1990 level.

2. This report covers the in-country technical review of the first biennial report (BR1)[1] of the Russian Federation, coordinated by the secretariat, in accordance with the "Guidelines for the technical review of information reported under the Convention related to greenhouse gas inventories, biennial reports and national communications by Parties included in Annex I to the Convention" (decision 23/CP.19).

3. The review took place from 9 to 11 October 2014 in Moscow, Russian Federation, and was conducted by the following team of nominated experts from the UNFCCC roster of experts: Ms. Gabriela Fischerova (Slovakia), Ms. Diana Harutyunyan (Armenia), Mr. Marius Țărnu (Republic of Moldova) and Ms. Inga Valuntiene (Lithuania). Ms. Valuntiene and Mr. Țărnu were the lead reviewers. The review was coordinated by Mr. Javier Hanna (secretariat).

4. During the review, the expert review team (ERT) reviewed each section of the BR1.

5. In accordance with decision 23/CP.19, a draft version of this report was communicated to the Government of the Russian Federation, which made no comment on it.

B. Summary

6. The ERT conducted a technical review of the information reported in the BR1 of the Russian Federation according to the "UNFCCC biennial reporting guidelines for developed country Parties" (hereinafter referred to as the UNFCCC reporting guidelines on BRs).

7. During the review, the Russian Federation provided further relevant information. Most of the additional information received by the ERT was related to policies and measures (PaMs), in particular, on coordination between different stakeholders in preparing and implementing PaMs.

1. Completeness and transparency of reporting

8. Gaps and issues related to the reported information identified by the ERT are presented in table 1 below.

2. Timeliness

9. The BR1 was submitted on 11 February 2014, after the deadline of 1 January 2014 mandated by decision 2/CP.17, and resubmitted on 14 March 2014. The common tabular format (CTF) tables were submitted on 17 February 2014. The ERT noted with concern the delay in the submission of the BR1 and CTF tables. The ERT recommends that the Russian

[1] The biennial report submission comprises the text of the report and the common tabular format (CTF) tables. Both the text and the CTF tables have been subject to the technical review.

Federation improve the timeliness of its reporting and submit its next biennial report (BR) and CTF tables by the due date.

3. Adherence to the reporting guidelines

10. The information reported by the Russian Federation in its BR1 is mostly in adherence to the UNFCCC reporting guidelines on BRs as per decision 2/CP.17 (see table 1).

Table 1
Summary of completeness and transparency issues of reported information in the first biennial report of Russian Federation

Reporting biennial report	*Completeness*	*Transparency*	*Reference to paragraphs*
Greenhouse gas emissions and trends	Complete	Transparent	
Assumptions, conditions and methodologies related to the attainment of the quantified economy-wide emission reduction target	Complete	Partially transparent	14
Progress in achievement of targets	Partially complete	Mostly transparent	15, 17, 19, 22, 24
Projections	Mostly complete	Partially transparent	25, 26, 27
Provision of support to developing country Parties	Not applicable	Not applicable	

11. A list of recommendations pertaining to the completeness and transparency issues identified in this table is included in the chapter on conclusions.

II. Technical review of the reported information

A. All greenhouse gas emissions and removals related to the quantified economy-wide emission reduction target

12. The Russian Federation has provided a summary of information on GHG emission trends for the period 1990–2011 in its BR1 and CTF table 1. This information is, to some extent, consistent with the 2013 national GHG inventory submission. The ERT noted, for example, that total GHG emissions (including land use, land-use change and forestry (LULUCF)) in common reporting format table 10 of the 2013 annual submission are reported as 1,692,415.80 kt carbon dioxide equivalent (CO_2 eq) in 2011; however, in CTF table 1, these emissions are reported as 1,692,399.52 kt CO_2 eq in 2011. The ERT encourages the Russian Federation to improve the consistency of reporting of GHG emissions and to provide, as appropriate, explanations for any observed inconsistencies in its next BR. During the review, the ERT took note of the 2014 annual submission. The relevant information therein is reflected in this report.

13. Total GHG emissions[1] excluding emissions and removals from LULUCF decreased by 31.8 per cent between 1990 and 2012, whereas total GHG emissions including net emissions or removals from LULUCF decreased by 50.3 per cent over the same period.

[1] In this report, the term "total GHG emissions" refers to the aggregated national GHG emissions expressed in terms of carbon dioxide equivalent excluding LULUCF, unless otherwise specified.

Further information on the review of emission and emission trends is provided in chapter II.A of the report of the technical review of the sixth national communication (FCCC/IDR.NC6).

B. Assumptions, conditions and methodologies related to the attainment of the quantified economy-wide emission reduction target

13. In its BR1 and CTF table 2, the Russian Federation reported a description of its quantified economy-wide emission reduction target, referred to henceforth as the target, including associated conditions and assumptions. This target is set in the national policy and indicates that the Russian Federation commits to reduce its GHG emissions by 2020 to a level not higher than 75.0 per cent of the base year (1990) level.

14. The target covers emissions of carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulphur hexafluoride (SF_6) and nitrogen trifluoride (NF_3) using global warming potential (GWP) values from the Fourth Assessment Report (AR4)[1] of the Intergovernmental Panel on Climate Change (IPCC) to aggregate GHG emissions up to 2020. The ERT noted that information provided in CTF tables 2(b) and 2(d) is not consistent. Therefore, the ERT was unable to assess whether the LULUCF sector is covered by the target because in table 2(b), the LULUCF sector is reported as covered, but in table 2(d), the removals and emissions of the LULUCF sector are reported as excluded from the base year and the target. The Russian Federation reported in CTF table 2(e)I that the possible scale of contributions of market-based mechanisms to its target under the Convention is 0.00 kt CO_2 eq (see para. 16 below). The ERT recommends that the Russian Federation clearly report which sectors are covered by its target and clarify the possible scale of contributions of market-based mechanisms to its target.

C. Progress made towards the achievement of the quantified economy-wide emission reduction target

15. In its BR1 and CTF table 4, the Russian Federation reported information on its mitigation actions implemented and planned since its fifth national communication to achieve its target. The ERT noted that the Russian Federation did not report any of the required information or clarifying information in CTF tables 3 and 4(a)I. The ERT recommends that the Russian Federation report accurate and complete information in its CTF tables in its next BR submission.

16. Information in the BR1 and CTF table 4, including consideration of the information in CTF table 2(e)I (see para. 14 above), does not allow full understanding of whether the Russian Federation is planning to use flexible mechanism units to achieve its target, although it is mentioned in the BR1 that by a decision of the Ministry of Economy, the approval of joint implementation (JI) projects was frozen due to achievement of the limit of 300,000,000 units in the operation of Kyoto Protocol units established by the Government of the Russian Federation in 2011. The ERT noted that the Russian Federation reported in CTF table 4 the quantity of units from market-based mechanisms under the Convention to be equal to 16,501,174.72 kt CO_2 eq in 2011 and 16,336,061.40 kt CO_2 eq in 2012; however, these figures are inconsistent with the information in CTF table 2(e)I and are

[1] The quantified economy-wide emission reduction target of the Russian Federation is expressed using the GWP values from the AR4, while emission levels are assessed using the values from the IPCC Second Assessment Report as per the "Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part I: UNFCCC reporting guidelines on annual greenhouse gas inventories".

likely to be incorrect, as they appear to correspond with the sum of the assigned amount units (AAUs) and the amount of units of the mechanisms under the Kyoto Protocol in those years (see para. 17 below).

17. The ERT noted that the Russian Federation reported in CTF table 4(b) the AAUs and certified reduction units (CERs) in 2011 and 2012 under the Kyoto Protocol; however, this information does not correspond with the information in CTF table 4 or CTF table 2(e)I. The ERT also noted that the Russian Federation, being a Party included in Annex I of the Kyoto Protocol, implements JI projects that generate emission reduction units (ERUs) and not CERs. The ERT further noted that information on the contribution of the LULUCF sector to the progress in achieving the target is not consistent in CTF tables 4, 4(a)I or 4(a)II. The ERT recommends that the Russian Federation increase the accuracy of its reporting and correct identified inconsistencies in its next BR submission.

18. The ERT reviewed the reported information and provided its assessment of progress made towards achieving the target. The ERT noted that the Russian Federation's annual GHG emissions in 2012 (2,295,045.38 kt CO_2 eq) were below the 1990 level (3,363,342.44 kt CO_2 eq) by 31.8 per cent. The ERT also noted that at this stage, it could be early to assess whether the Russian Federation will achieve its target of GHG emissions by 2020 to a level not higher than 75.0 per cent of the 1990 level, as the concrete measures for implementation of this commitment are still under preparation. Government resolution no. 504 of 2 April 2014 on approving the 'action plan on achieving the target of reduction of the greenhouse gas emissions by 2020' was presented to the ERT only during the review week. The ERT encourages the Russian Federation to further elaborate in its next BR submission on how it will achieve its target. Overall, the Russian Federation's reported projections of total GHG emissions for 2020 and 2030 show an increasing emission trend. The ERT further noted that, according to the projections reported, total emissions in 2020 are expected to be at levels (2,400,000 kt CO_2 eq and 2,250,000 kt CO_2 eq) that are 28.6 per cent and 33.1 per cent below the 1990 levels in the 'with measures' and 'with additional measures' scenarios, respectively. Therefore, under the 'with measures' and 'with additional measures' scenarios, the Russian Federation in 2020 could reach or even be below the target of 75.0 per cent compared to the 1990 levels, by 3.6 per cent (122,506.83 kt CO_2 eq) or 8.1 per cent (272,506.83 kt CO_2 eq), respectively.

1. Mitigation actions and their effects

19. The Russian Federation has provided in its BR1 information on its package of mitigation actions introduced to achieve its target. The ERT noted that the Russian Federation did not report any of the required information on mitigation actions and their effects in CTF table 3; therefore, the ERT recommends that the Russian Federation report complete and comprehensive information in its CTF table 3 in its next BR submission. The ERT also noted that the BR1 did not provide information on mitigation actions organized by sector and by gas, although this information was reported in the sixth national communication (NC6). The ERT recommends that the Russian Federation include this information in its next BR. A detailed review of the reported information is provided in chapter II.B of the IDR/NC6.

20. The ERT noted that the information provided in the BR1 on the mitigation actions is general, without estimates of the effects of PaMs on GHG emissions. The key framework climate policy is the climate doctrine of the Russian Federation (CDRF) adopted through decree no. 861 of 17 December 2009. This overarching framework climate policy sets objectives "to strengthen and develop the information and scientific basis of the climate policy, including building-up research, engineering and technological capacity of the Russian Federation to provide the most comprehensive and accurate information on the state of climate system, effects on climate, its current and future changes and their

consequences". The comprehensive action plan (CAP) on implementing the CDRF by 2020 was prepared and approved through government resolution no. 730 of 25 April 2011 in order to fulfil the objectives of the CDRF. To implement the CDRF and to promote actions aimed at reducing GHG emissions at the national level, the President of the Russian Federation has adopted decree no. 752 of 30 September 2013 "on reducing the greenhouse gas emissions", which established a target of reducing GHG emissions by 2020 to a level not exceeding 75.0 per cent of the 1990 emission level. The action plan was approved through government resolution no. 504 of 2 April 2014. The action plan set 17 specific PaMs to be prepared and adopted by various governmental institutions. However, the Russian Federation did not provide information on inter-linkages of different policies and programmes set out in the action plan, the allocated budgets and the estimated effects. The progress on fulfilling the action plan by individual ministries is to be reported every three months to the Ministry of Economic Development of the Russian Federation. The Russian Federation is encouraged to provide this information in its next BR.

21. Table 2 provides a concise summary of the key mitigation actions implemented by the Russian Federation to achieve its target.

Table 2
Summary of information on mitigation actions reported by the Russian Federation

Sectors affected	*List of key policies and measures*	*Estimate of mitigation impact (kt CO2 eq)*
Policy framework and cross-sectoral measures		
	"Concept of long-term socio-economic development of the Russian Federation for the period up to 2020" (government resolution no. 1662 of 17 November 2008)	NR
	CDRF (decree no. 861 of 17 December 2009)	NR
	CAP on implementing CDRF by 2020 (government resolution no. 730 of 25 April 2011)	NR
	Basis of the state policy in the field of environmental development of the Russian Federation for the period until 2030 approved on 30 April 2012	NR
	Action plan on implementing the state policy in the field of environmental development of the Russian Federation for the period until 2030 (government resolution no. 2423 of 18 December 2012)	NR
	State programme of the Russian Federation on environmental protection for 2012–2020 (government resolution no. 2552 of 27 December 2012)	NR
	Decree no. 752 of 30 September 2013, "on reducing the greenhouse gas emissions by 2020 to a level not exceeding 75 per cent of the 1990 emission level"	NR
	Action plan on achieving the target of reduction of greenhouse gas emissions by 2020 to a level not exceeding 75 per cent of the 1990 emission level (government resolution no. 504 of 2 April 2014)	NR
Energy		
Energy supply	"Russian energy strategy 2030" (government resolution no. 1715 of 13 November 2009)	NR
	Government programme "energy saving and energy efficiency for the period up to 2020" (government resolution no. 2446 of 27 December 2010)	2 436 000 (cumulative for 2011–2020)

Sector/activity	Name of key policy and measures	Estimate of mitigation impact (kt CO_2-eq)
	Draft government programme "modernization of the Russian power industry until 2020" (2011)	NR
	Government programme "energy efficiency and energy sector development" (government resolution no. 512 of 3 April 2013)	393 000 (by 2020)
Renewable energy	Transport strategy of the Russian Federation for the period up to 2030 (government resolution no. 1734 of 22 November 2008) (35 per cent of RES use in road transportation up to 2030)	NR
	Government resolution no. 1 of 8 April 2010 approving the main directions of the state policy in the area of RES and establishing the share of RES in electricity production for 2010 (1.5 per cent), 2015 (2.5 per cent) and 2020 (4.5 per cent)	NR
	Government resolution no. 1839 of 4 October 2012 approving a package of measures to stimulate the production of electricity from RES	NR
	Government resolution no. 449 of 28 May 2013 defining a mechanism to stimulate the use of renewable energy in the wholesale electricity market	NR
Energy efficiency	Decree no. 889 of 4 June 2008 "on certain measures to increase energy and ecological efficiency of the Russian economy"	NR
	Federal law no. 261-FZ of 23 November 2009 on energy saving and energy efficiency in the Russian Federation	NR
	Government programme "energy saving and energy efficiency for the period up to 2020" (government resolution no. 2446 of 27 December 2010)	
	Government programme "energy efficiency and energy development" (government resolution no. 512 of 3 April 2013)	NR 2 500 (per year until 2020)
	Programme of innovative development until 2020 of the JSC "Federal Grid Company of the Unified Energy System" (2011)	11 191.40 (by 2013)
	Programme "energy saving and energy efficiency" of JSC "Gazprom for 2011–2013	
Residential and commercial sectors	Government resolution no. 1225 of 31 December 2009 "on requirements to regional and municipal programs on energy savings and energy efficiency"	NR
Transport	Transport strategy of the Russian Federation for the period up to 2030 (government resolution no. 1734 of 22 November 2008) (reduction of 60 per cent of air pollutants from transport compared to 2007 level)	NR
	Railway transport development strategy of the Russian Federation until 2030 (government resolution no. 877 of 17 June 2008) (reduction of emission by 30–50 per cent in 2030 compated to 2007 level)	NR
	Government programme "development of transport system of the Russian Federation (2010–2015 years)" (government resolution no. 848 of 5 December 2001)	NR
	Programme "energy saving and energy efficiency" of	2 600 (by 2015)

Sectors affected	Name of key policies and measures	Estimate of mitigation impact (kt CO2 eq)
	JSC "Russian Railways" for 2013–2015	
Industrial sectors	Long-term programme on development of the coal industry (government resolution no. 14 of 24 January 2012) (energy intensity reduction of the sector in 2030 by 40 per cent compared to 2010 level)	NR
	Strategy on developing the building materials industry and construction sector in the period up to 2020 (order no. 262 of the Ministry of Regional Development from 30 May 2011)	NR
	Strategy on developing the car building industry of the Russian Federation for the period up to 2020 (order no. 319 of the Ministry of Industry and Trade from 23 April 2010)	NR
	Strategy on development of the metallurgical industry of the Russian Federation up to 2020 (order no. 150 of the Ministry of Industry and Trade from 18 March 2008)	25 600 (by 2015) 8 850 (by 2015)
	UNIDO projects	
	"Secure future strategy" of RUSAL Company (2007)	
Agriculture	Government programme on development of agriculture and agricultural production markets for 2008–2012 (government resolution no. 446 of 14 July 2007)	NR
	Government programme on development of agriculture and agricultural production markets for 2013–2020 (government resolution no. 717 of 14 July 2012)	NR
Forestry	Government programme on developing the forestry sector for 2013–2020 (government resolution no. 2593-r of 28 December 2012)	NR
Waste management	Basis of the state policy in the field of environmental development of the Russian Federation for the period until 2030 approved on 30 April 2012	NR
	Action plan on implementing the state policy in the field of environmental development of the Russian Federation for the period until 2030 (government resolution no. 2423 of 18 December 2012)	NR
	State programme of the Russian Federation on environmental protection for 2012–2020 (government resolution no. 2552 of 27 December 2012)	NR
	Comprehensive strategy for municipal solid waste management in the Russian Federation (order no. 298 of the Ministry of Natural Resources and Environment from 14 August 2013)	NR
	Regulation on accounting in the area of waste management (order no. 721 of the Ministry of Natural Resources and Environment from 1 September 2011)	NR

Abbreviations: CAP = comprehensive action plan, CDRF = climate doctrine of the Russian Federation, JSC = Joint Stock Company, NR = not reported, RES = renewable energy sources, UNIDO = United Nations Industrial Development Organization.

22. In its BR1, the Russian Federation provided information on changes in its domestic institutional arrangements, including institutional, legal, administrative and procedural arrangements used for domestic compliance, monitoring, reporting, archiving of

information and evaluation of the progress towards its target, although this information was, to a certain extent, included only in the NC 6. During the review, the ERT learned that the Office of the President is the institution responsible for setting the general climate change policy and for monitoring its implementation. The Working Group on Climate Change and Sustainable Development[5] established in 2012 is the main coordinating body of climate change policy in the Russian Federation. During the review, the Russian Federation provided additional information on the composition, frequency of meetings, working arrangements and the method for adopting decisions of this working group. The ERT recommends that the Russian Federation provide complete and comprehensive information on the aspects indicated above in its next BR.

23. The Russian Federation did not provide information on the assessment of the economic and social consequences of response measures. The ERT encourages the Russian Federation to provide this information in its next BR.

2. Estimates of emission reductions and removals and the use of units from the market-based mechanisms and land use, land-use change and forestry

24. From the information reported by the Russian Federation in its BR1 and CTF table 4, it is not clear if the Party plans to use market-based mechanisms under the Convention and on the contribution from LULUCF, even though the ERT noted that the Russian Federation reported values on the contribution from LULUCF to achieve its target in CTF table 4. Information provided through the CTF tables and the BR1 is not consistent (see paras. 14, 16 and 17 above). The ERT recommends that the Russian Federation include information on its approach to accounting emissions and removals from the LULUCF sector, as well as on the use of market-based mechanisms in achieving its emission reduction target. Table 3 illustrates how the Russian Federation reported on the use of units from market-based mechanisms and LULUCF to achieve its target.

Table 3

Summary information on the use of units from market-based mechanisms and land use, land-use change and forestry as part of the reporting on the progress made towards achievement of the target by the Russian Federation

Year	*Emissions excluding removals from LULUCF (Mt CO_2 eq)*	*LULUCF emissions/removals (Mt CO_2 eq)*	*Emissions including LULUCF emissions/removals (Mt CO_2 eq)*	*Use of units from the market-based mechanisms[a] (Mt CO_2 eq)*
1990	3 351 944.01	84 514.45	3 436 458.46	NA
2010	2 217 270.91	−650 612.83	1 566 658.08	0.00
2011	2 320 834.38	−628 434.86	1 692 399.52	0.60
2012	NE	NE	NE	NE

Abbreviations: LULUCF = land use, land-use change and forestry, NA = not applicable, NE = not estimated.

[a] In common tabular format table 4, the Russian Federation reported likely incorrect values on units that it intends to use to achieve its target (see para. 15 above). As a proxy, the expert review team reported information on Kyoto Protocol units submitted in 2013 in the standard electronic format in accordance with decision 14/CMP.1, available at http://www.carbonunitsregistry.ru/reports/SEF.pdf.

3. Projections

25. The Russian Federation has provided in its BR1 and CTF tables 5 and 6 information on its updated projections for 2020 and 2030. However, information provided in CTF table

[5] http://state.kremlin.ru/administration/group

6 is not fully complete, as projections and historical years are not disaggregated by sectors, with only the energy sector presented separately. In addition, projections by gases including net CO_2, CH_4 and N_2O emissions from the LULUCF sector are reported as not estimated ("NE"), while projections of HFCs, PFCs and SF_6 emissions are reported aggregated together. The ERT recommends that the Russian Federation adhere to the structure of CTF tables 5 and 6 and follow the requirements of the "Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part II: UNFCCC reporting guidelines on national communications" (hereinafter referred to as the UNFCCC reporting guidelines on NCs). A detailed review of the reported information is provided in chapter II.C of the IDR/NC6.

26. The Russian Federation has improved reporting on projections in its BR1 compared to its previous national communication and provided projections for "with measures", "with additional measures" and "without measures" scenarios. However, the ERT noted that scenario definitions used by the Russian Federation do not correspond strictly with the scenario definitions in the UNFCCC reporting guidelines on NCs. The ERT recommends that the Russian Federation provide projections scenarios in its next BR in accordance with the scenario definitions provided in the UNFCCC reporting guidelines on NCs.

27. The ERT also noted that the Russian Federation, for accounting in the national total GHG projections, has performed projections of agriculture, waste and industrial processes sectors in a simplified manner by using the same trend of GHG emission growth rate as for the energy sector; this assumption is not well justified. The ERT encourages the Russian Federation to ensure transparency by providing comprehensive information on the key underlying assumptions underpinning its projections. The projections by sector in CTF table 6 are provided only for the energy sector. The ERT recommends that the Russian Federation prepare comprehensive projections on a sectoral basis for all sectors and provide all required information on these projections in adherence to the structure of the corresponding CTF tables in its next BR submission.

28. In its BR1, the Russian Federation has not provided information on the changes since the previous national communication in the methodologies used for the preparation of projections. The ERT encourages the Russian Federation to increase the transparency of its reporting by providing information on differences from previous projections in its next BR.

29. The ERT noted information reported by the Russian Federation on projected emission trends by 2020 and 2030. Overall, the Russian Federation's reported projections for 2020 show an increasing emission trend. Total emissions in 2020 are expected to be at levels that are 28.6 per cent and 33.1 per cent below the 1990 levels in the 'with measures' and 'with additional measures' scenarios, respectively. Similarly, reported projections for 2030 show a continuation of the increasing emission trend. Total emissions in 2030 are expected to be at levels that are 23.0 per cent and 32.8 per cent below the 1990 levels in the 'with measures' and 'with additional measures' scenarios, respectively.

D. Provision of financial, technological and capacity-building support to developing country Parties

30. In its BR1, the Russian Federation reported that as a Party not included in Annex II to the Convention and in accordance with the UNFCCC reporting guidelines on BRs, it is not required to provide information on the provision of financial, technological and capacity-building support to developing country Parties.

31. During the review, the Russian Federation informed the ERT on certain activities implemented by the Russian Federation on technology transfer and capacity-building support to developing country Parties, particularly on transfer of knowledge on

management and operation of nuclear power plants. Also, it was informed that starting from 2010 the Russian Federation has obtained status of donor country in relation to international assistance. More details on the reported and additional information provided on these aspects and its review are given in chapters II.D and II.G of the IDR.NC6.

32. The ERT encourages the Russian Federation to consider provision of complete information on financial, technological and capacity-building support to developing country Parties in its next BR.

III. Conclusions

33. The ERT conducted a technical review of the information reported in the BR1 and CTF tables of the Russian Federation in accordance with the UNFCCC reporting guidelines on BRs. The ERT concludes that the BR1 and CTF tables provide a general overview of information on emissions and removals related to the target, a description of the target and progress made by the Russian Federation to achieve its target.

34. The Russian Federation's emissions and removals related to the target were estimated for 2012 to be 31.8 per cent below the 1990 level excluding LULUCF and 50.3 per cent below including LULUCF. Emission decreases were driven by the decline of economic activities between 1990 and 1998, restructuring of the economy from a state planned to a market economy and changes in the primary energy supply mix.

35. The Russian Federation established a national target of reducing GHG emissions by 2020 to a level not exceeding 75.0 per cent of the 1990 emission level. The description of the target includes the covered gases and GWP values to be used from the IPCC AR4. The ERT was not able to assess whether the LULUCF sector is covered by the target. The possible scale of contributions of market-based mechanisms to the target under the Convention was reported as 0.00 kt CO_2 eq. However, from the information reported in the BR1 and CTF tables, it is not clear if the Party plans to use market-based mechanisms under the Convention.

36. In reporting on the progress made towards achieving its target, the Russian Federation provided information on its package of mitigation actions in general terms, without estimates of the effects of PaMs on GHG emissions. The Russian Federation did not report any of the required information on mitigation actions and their effects in CTF table 3, and it did not provide information on mitigation actions organized by sector and by gas, although this information was reported in the NC6. There are three levels of climate change policies in the country: strategic level that is reflected in the relevant documents and legal-normative acts; national programmes aimed at limitation of anthropogenic GHG emissions; and national programmes where GHG mitigation is not the primary objective but nevertheless contribute to the climate change mitigation.

37. The key framework climate policy is the CDRF adopted in December 2009. The CDRF is the overarching climate policy that sets objectives in three priority areas: mitigation, adaptation and participation in international initiatives on climate change, and it provides the legal basis for and contributes to raising awareness on climate change at the highest political level. The CAP on implementing the CDRF by 2020 was approved in April 2011 in order to fulfil the objectives of the CDRF. To achieve the target of the Russian Federation under the Convention, an action plan was approved in April 2014. The action plan set 17 specific PaMs to be prepared and adopted by various governmental institutions. However, the Russian Federation did not provide information on inter-linkages of different policies and programmes set out in the action plan, the allocated budgets and the estimated effects.

38. The Russian Federation has provided emission projections for "with measures", "with additional measures" and "without measures" scenarios for 2020 and 2030. According to the reported information, the projected emissions in the "with measures" scenario are 28.6 per cent below the 1990 level by 2020, while the target is 25 (l per cent below the 1990 level. The projected emissions in the "with additional measures" scenario are 33.1 per cent below the 1990 level by 2020. Projections and historical years are not disaggregated by sector, and sectoral GHG emission projections are provided only for the energy sector. In addition, projections by gases including net CO_2, CH_4 and N_2O emissions from the LULUCF sector are not reported, and projections of HFCs, PFCs and SF_6 emissions are reported aggregated together.

39. From the information reported by the Russian Federation in its BR1 and CTF tables, it is not clear if the Party plans to use market-based mechanisms under the Convention and on the contribution from LULUCF, even though the Russian Federation reported values on the contribution from LULUCF to achieve its target and the quantity of units from market-based mechanisms under the Convention for 2011 and 2012 in CTF table 4. Information provided on these two aspects through the CTF tables and the BR1 is not consistent.

40. In its BR1, the Russian Federation reported that as a Party not included in Annex II to the Convention and in accordance with the UNFCCC reporting guidelines on BRs, it is not required to provide information on the provision of financial, technological and capacity-building support to developing country Parties. However, during the review, the Russian Federation informed the ERT of certain activities implemented on technology transfer and capacity-building support to developing country Parties, as well as that, starting from 2010, the Russian Federation has obtained the status of donor country in relation to international assistance.

41. In the course of the review, the ERT formulated several recommendations relating to the completeness and transparency of the Russian Federation's reporting under the Convention. The key recommendations[1] are that the Russian Federation:

(a) Improve the completeness of reporting in the next BR by:

(i) Reporting accurate and complete information in the CTF tables 3 and 4(a)I, in particular, by providing CTF table 3 on the "progress in achievements of quantified economy-wide emission reduction targets: information on mitigation targets and their effects" with the complete and comprehensive required data;

(ii) Providing information on mitigation actions organized by sector and by gas;

(iii) Providing complete and comprehensive information on changes in domestic institutional arrangements, including institutional, legal, administrative and procedural arrangements used for domestic compliance, monitoring, reporting, archiving of information and evaluation of the progress towards the target;

(iv) Adhering to the structure of CTF tables 5 and 6 and following, to a greater extent, the requirements of the UNFCCC reporting guidelines on NCs;

(b) Improve the transparency of reporting in the next BR by:

(i) Reporting clearly which sectors are covered by the target and clarify the possible scale of contributions of market-based mechanisms to the target;

(ii) Increasing the accuracy of the reporting and correcting identified inconsistencies;

[1] The recommendations are given in full in the relevant sections of this report.

(iii) Including information on the approach to accounting emissions and removals from the LULUCF sector, as well as on the use of market-based mechanisms in achieving the emission reduction target;

(iv) Providing projections scenarios in accordance with the scenario definitions provided in the UNFCCC reporting guidelines on NCs;

(v) Preparing comprehensive projections on a sectoral basis for all sectors and providing all required information on these projections in adherence to the structure of the corresponding CTF tables.

32. In addition, the ERT recommends that the Russian Federation improve the timeliness of its reporting and submit its next BR and CTF tables by the due date.

Annex

Documents and information used during the review

A. Reference documents

"UNFCCC biennial reporting guidelines for developed country Parties". Annex to decision 2/CP.17. Available at <http://unfccc.int/resource/docs/2011/cop17/eng/09a01.pdf#page=4>.

"Guidelines for the technical review of information reported under the Convention related to greenhouse gas inventories, biennial reports and national communications by Parties included in Annex I to the Convention". Annex to decision 23/CP.19. Available at <http://unfccc.int/resource/docs/2013/cop19/eng/10a02.pdf#page=20>.

FCCC/ARR/2013/RUS. Report of the individual review of the annual submission of the Russian Federation submitted in 2013. Available at <http://unfccc.int/resource/docs/2014/arr/rus.pdf>.

FCCC/IDR.5/RUS. Report of the in-depth review of the fifth national communication of the Russian Federation. Available at <http://unfccc.int/resource/docs/2011/idr/rus05.pdf>.

Sixth national communication of the Russian Federation. Available at <http://unfccc.int/files/national_reports/annex_i_natcom/submitted_natcom/application/pdf/6nc_rus_final.pdf>.

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2013 GHG inventory submission of the Russian Federation. Available at <http://unfccc.int/national_reports/annex_i_ghg_inventories/national_inventories_submissions/items/7383.php>.

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B. Additional information provided by the Party

Responses to questions during the review were received from Mr. Alexander Nakhutin (Institute of Global Climate and Ecology), Mr. Mikhail Digan (Ministry of Energy), Ms. Anna Dronova (Ministry of Natural Resources and Environment), Ms. Dinara Gershinkova (Office of the Special Envoy for Climate of the President of the Russian Federation) and Ms. Tatiana Moskaleva (Roshydromet), including additional material on updated policies and measures, greenhouse gas projections, the national registry and recent

climate policy developments in the Russian Federation. The following documents[1] were also provided by the Russian Federation:

Zamolodchikov, V.I. Grabovskii, G.N. Korovin, M.I. Gitarskii, V.G. Blinov, V.V. Dmitriev, W.A. Kurz. 2013. *Carbon Budget of Managed Forests in the Russian Federation in 1900–2050: Post-Evaluation and Forecasting*. [ISSN 1068-3739, Russian Meteorology and Hydrology, 2013, Vol. 38, No. 10, pp. 701–714. Allerton Press, Inc., 2013. Original Russian Text Meteorologiya i Gidrologiya, 2013, No. 10, pp. 73–92.]

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IFC Projects Database. *Russia Residential Energy Efficiency Program, Summary of Proposed Investment*. Available at: <http://ifcextapps.ifc.org/ifcext/spiwebsite1.nsf/78e3b3052161cdba85257a8b0075079d/f04a72bea93fa90b85257801007593d9?opendocument>.

Министерство природных ресурсов и экологии Российской Федерации. *Доклад о выполнении в 2012 году комплексного плана реализации Климатической доктрины Российской Федерации на период до 2020 года*. Опубликовано: 19 Ноября 2013. Available at <http://www.mnr.gov.ru/regulatory/detail.php?ID=131748>.

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Министерство природных ресурсов и экологии Российской Федерации. *Ежегодный доклад о состоянии и использовании лесов Российской Федерации за 2012 г.* Available at <http://www.mnr.gov.ru/regulatory/detail.php?ID=131589>.

Министерство энергетики Российской Федерации. *Основные положения проекта энергетической стратегии России на период до 2035 года*. Опубликовано: 23.01.2014. Available at <http://minenergo.gov.ru/documents/razrabotka/17481.html>.

Администрация Президента Российской Федерации. *Нормативно-правовые документы об организации Межведомственной рабочей группы при Администрации Президента Российской Федерации по вопросам, связанным с изменением климата и обеспечением устойчивого развития: (1) Распоряжение от 13 декабря 2012 года №563-рп «О Межведомственной рабочей группе при Администрации Президента Российской Федерации по вопросам, связанным с изменением климата и обеспечением устойчивого развития»; (2) Положение о Межведомственной рабочей группе; (3) Состав Межведомственной рабочей группы (по состоянию на 31.03.2014)*. Available at <http://state.kremlin.ru/administration/group>.

[1] Reproduced as received from the Party.

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